

## PUBLIC SAFETY AND CRIMINAL JUSTICE COMMITTEE

DATE: August 29, 2012

CALLED TO ORDER: 5:33 p.m.

ADJOURNED: 9:15 p.m.

### ATTENDANCE

#### Attending Members

Mary Moriarty Adams, Chair  
Aaron Freeman  
Benjamin Hunter  
Frank Mascari  
William Oliver  
Marilyn Pfisterer  
Leroy Robinson  
Joseph Simpson

#### Absent Members

Vernon Brown

PROPOSAL NO. 268, 2012 - appoints Elizabeth Henning Byfield to the Citizens Police  
Complaint Board  
"Do Pass"

Vote: 8-0

### **BUDGET HEARING**

County Clerk  
Circuit and Superior Court

Presentation by Indianapolis Congregation Action Network (IndyCAN)

## PUBLIC SAFETY AND CRIMINAL JUSTICE COMMITTEE

The Public Safety and Criminal Justice Committee of the City-County Council met on Wednesday, August 29, 2012. Chair Mary Moriarty Adams called the meeting to order at 5:33 p.m. with the following members present: Aaron Freeman, Benjamin Hunter, Frank Mascari, William Oliver, Marilyn Pfisterer, Leroy Robinson, and Joseph Simpson. Councillor Vernon Brown was absent.

### PROPOSAL NO. 268, 2012 - appoints Elizabeth Henning Byfield to the Citizens Police Complaint Board

Ms. Byfield stated that she has been in Indianapolis for forty years. She stated that she is a minister and has pastored for ten years. She superintends twenty-four churches throughout Indianapolis and other churches throughout the state, with her primary duty being to give support and direction to African Methodist Episcopal (AME) churches. She stated that she participates in numerous activities throughout the city to stimulate fairness and justice for all communities.

Councillor Simpson stated that Ms. Byfield is very active in the community and will be a good representative for the board.

Councillor Oliver moved, seconded by Councillor Simpson, to send Proposal No. 268, 2012 to the full Council with a "Do Pass" recommendation. The motion carried by a vote of 8-0.

## **BUDGET HEARING**

### Marion County Clerk

Beth White, Clerk, Marion County Clerk's Office (MCCO), briefly discussed the 2013 budget for MCCO (attached as Exhibit A). She made the following key points:

- Marion County Clerk's Office has five major functions
  - Custodian of court records and filings
  - Fiscal agent of the courts
  - Issuer of marriage licenses
  - Trustee of child support payments
  - Chief election official
- Budget overview
  - Funding Sources:
    - General Fund
    - Perpetuation Fund
    - Title IV-D Incentive Fund
    - Enhanced Access Fund
- Character 01 (Labor)
  - Labor Force
    - 2012: 125 full-time equivalents; 2 part-time

- 2007: 145 full-time equivalents
- Since 2007, The office has been restructured twice to make it more efficient and reduce the number of positions when possible
- Increased costs for health insurance and retirement (approx. \$100,000)
- Restoration of about \$100,000 due to underfunding 2012 budget
- Appropriation does NOT include money to fund merit raises

Ms. White stated that she needs to leave to teach a class at Indiana University Purdue University-Indianapolis (IUPUI), and she introduced Scott Hohl, Deputy County Clerk, MCCO, who continued the presentation making the following key points:

- Character 02 (Supplies)
  - Statutorily required to:
    - Accept new case filings
      - File stamps, file folders, file labels
  - Disburse payments
    - Check stock, printer toner, envelopes
  - Print and mail jury summonses and court notices
- Character 03 (Other Services and Changes)
  - Postage
    - Statutorily required to mail nearly everything for the courts
    - USPS is expected to raise rates in 2013
  - Chargebacks
    - Information Services Agency (ISA), Office of Corporation Counsel (OCC), Building Authority, New Energy Saving Lease
  - Other
    - Outside building rent, armored car service, employee parking, etc.
  - Bulk of Character 03 is attributable to chargebacks:
    - \$617,537 for ISA
    - \$11,500 for OCC
    - \$225,507 + \$18,206 (facility bond) for Building Authority
    - \$32,257 for new energy saving lease
    - Postage \$250,000
    - By enforcing a local rule in 2007 and adopting a lower cost postage method in 2008 (while still meeting statutory requirements for service), reduced postage costs by approximately \$80,000 per year.
    - Reduction in Character 03 from 2012 to 2013 is a result of a decrease in overall chargebacks
    - Re-negotiated parking rates in 2009, reducing cost per spot by \$13.
- Character 04 (Capital Expenditures)
  - Miscellaneous small office equipment
    - Used to fall under Character 02 but with PeopleSoft transition, County now has to include small office equipment under this character

- Projected Revenue for 2013
  - Monthly invoicing program and increased focus on collecting document (copy) fees contribute to an increase in revenue
- Looking ahead:
  - Availability of special funds
    - 2006: 92% of spending funded by County General
    - 2013: 84% of anticipated spending funded by County General
  - Increased reliance on special funds jeopardizes maintaining quality records for the courts
    - Transitioning now to Odyssey statewide case management system
    - Looking to move forward with digitizing court records to improve public access and ensure longevity of older records that date back to the 19<sup>th</sup> century

Councillor Oliver asked how many marriage licenses were given out in the prior year. Mr. Hohl stated that approximately 5,000 licenses were applied for.

Councillor Simpson asked if the employees would be eligible for the pay increase. Jeff Spalding, Controller, Office of Finance and Management (OFM), stated that there is an appropriation for pay raises.

Chair Moriarty Adams called for public testimony.

Pat Andrews, Marion County Alliance of Neighborhood Associations (MCANA), asked what an energy savings lease is. Mr. Spalding stated that it has been added to many of the agencies' budgets and it is for an energy savings program in the building.

Jocelyn Tandy-Adande stated that the individuals in the Clerk's Office are underpaid for the amount of work that they do.

### Circuit Court

Louis Rosenberg, Judge, Marion Circuit Court, discussed the overview of the Circuit Court budget. He made the following key points:

- Article VII, Section 8 of the Indiana Constitution, hears civil matters and has exclusive statewide jurisdiction for insurance reorganization and medical liens.
- The Circuit Court has exclusive jurisdiction for all County tax collections, name changes, and hardship driver's licenses; and the Court provides advice to the nine Marion County Small Claims Courts.
- There are two divisions: paternity and general.
  - The Paternity Division is responsible for cases in which paternity may be established and related issues of child support enforcement under Title IV-D of

the Social Security Act. Custody, visitation and other parenting rights are also issues addressed in this Division of the Court.

- This division is headed by a Master Commissioner, who reports to and is directly supervised by the Circuit Court Judge. The Master Commissioner in turn, directly supervises three fulltime Commissioners, the two Reporters, and five Bailiffs serving the Division.
- The General Division handles the remainder of the Court's docket.
  - The Circuit Court Judge supervises one fulltime Commissioner and the Senior Reporter, who supervises two Bailiffs and another Court Reporter.
- The Mayor's introduced budget does not recognize the need for an additional judicial officer in Paternity Court.
  - The substantial growth in redocketed matters has changed the nature and time requirements of this Court's caseload.
  - Paternity Court Commissioners are working far beyond normal working hours to prepare their decisions within the sixty days allotted by the Trial Rules.
  - To ease the burden, the General Division has dedicated one session a week to Paternity matters.
  - The need for an additional judicial officer, on the other hand, is urgent.
- The demands for Small Claims matters may decline in 2013; however, demands for the time and resources of the Court will still be substantial.
  - The Court has met expenses through funding outside of the County General Fund.
    - For example, the Indianapolis Foundation and the nine Small Claims Courts have provided or pledged \$8,000 to the Circuit Court for the employment of a part-time law clerk, the translation into Spanish of various forms, and the production of litigant education videos.
    - The Circuit Court has also received a one-time grant of \$23,000 from the Indiana Supreme Court's Court Reform Fund to continue the Circuit Court's work on implementing the Task Force Report.
- Of greater fiscal impact is the agreement of the Circuit Court and the Juvenile Court to request the conversion of the four Paternity Court Commissioners to Juvenile Magistrates.
  - This will allow approximately \$100,000 of funding to be allocated to the Guardian Ad Litem, a vital program which serves both the Circuit and Superior Courts.

Sheryl Lynch, Commissioner, Paternity Circuit Court, stated that the paternity court is in need of help. The court is very busy with cases. She stated that she is concerned that she will lose attorneys due to the overload of cases.

Councillor Hunter stated that the issue can be solved by the General Assembly.

Councillor Freeman stated that the government has not been good at responding to societal demand. He stated that the Paternity Court is the most over-worked court in the State.

Councillor Simpson asked the what difference is in caseloads each year. Ms. Lynch stated that prosecutor cases drive up the number of cases being heard. She stated that there are at least sixty to seventy-five filings per day. Councillor Simpson asked Mr. Spalding what could be done to relieve the issue. Mr. Spalding stated that if there is a mandated expenditure, then it will be addressed.

Chair Moriarty Adams asked what the cost for a Commissioner would be. Judge Rosenberg said that he does not know but will let her know the figures soon.

Chair Moriarty Adams called for public testimony.

Larry Vaughn stated that he is concerned with the way City funding is being used on Massachusetts Avenue instead of being placed in agencies such as the Circuit Court, where funding is needed.

#### Superior Court

John Hanley, Judge, Marion Superior Court, presented the 2012 budget making the following key points:

- There are financial problems with Guardian Ad Litem due to the increased need.
- The courts are required by law to appoint Guardian Ad Litem to cases for children in need of those services, and the County is obligated to pay for those service.
- Shortfall of \$750,000 from 2011; will only have enough funding to cover up to a portion of September ,2012
- Character 03 gap of \$500,000 due to mandatory expenses
- Total projected shortfall of \$1.25 million
- No relief will be available for Guardians Ad Litem until July 1, 2013

Marilyn Moores, Judge, Juvenile Court, discussed the needs and budget for the Juvenile Detention Center attached as (Exhibit B). She stated that the Juvenile Detention Center is in need of repairs.

Councillor Oliver encouraged the changes that need to be made to the Juvenile Detention Center

Councillor Freeman asked if there has been any adjustment to public defender assignment. Marc Rothenberg, Judge, Marion Superior Court, stated that the Court is looking into a separate evaluation for those who claim to be indigent. Councillor Freeman stated that he is concerned with the amount of individuals that are given a public defender.

Councillor Pfisterer stated that child advocate volunteers are needed.

Councillor Hunter stated that the detention center is in a bad location. He said that it would be more cost efficient to build a new facility than it would to renovate. Judge Rothenberg stated that the current center does not meet their needs. It needs to be more of a residence.

Councillor Simpson asked to hear comments from DeShane Reed, Director, Juvenile Detention Center. Mr. Reed stated that while there are a lot of positives within the detention facilities, such as education, treatment and assistance for the detainees; the facility itself needs more attention cosmetically.

Councillor Pfisterer stated that the Guardian Ad Litem fund does not match the budgeted amount. Sue Patterson, Chief Financial Officer (CFO) for the Courts, stated that there is a budget for \$2 million. She stated that a \$1.1 million shortfall is expected; however, the agency plans to ask the legislature to add an extra fee to make up for the costs.

Presentation by Indianapolis Congregation Action Network (IndyCAN)

Steven Lattimore, Lay Leader, IndyCAN, gave a brief narrative of the mission of IndyCAN. He gave the following key points:

- The community is very concerned with violence and the number of deaths within the City.
- Parents are concerned with possibly having to bury their children.
- Operation Ceasefire is a program to deter gun violence within the City.
  - The program is reported to reduce crime by thirty-five to fifty percent
  - The program relies on a deterrence theory which suggests crimes can be prevented when the cost of committing crime is perceived by the offender to outweigh the benefits.
  - Research suggests Ceasefire can help Indianapolis reshape its public safety approach to better match the diminishing funds available.

Angela Eubank, a founding member of IndyCAN, stated that she lost her son due to gun violence. She stated that Ceasefire makes sense and will be very beneficial to the community.

Mr. Lattimore stated that Ceasefire will benefit the community; however, funding is needed.

Councillor Mascari asked what funding is needed. Mr. Lattimore stated that IndyCAN will need approximately \$400,000 to fund the initiative.

Councillor Oliver stated that homicide is not solely caused by street violence. He asked if that is the main focus for IndyCAN. Mr. Lattimore stated that IndyCAN is focused on avenues where it can have an impact, which is street violence.

Councillor Hunter stated that their focus needs to be on gateway crimes. He stated that IndyCAN should pace itself and try to work on one neighborhood at a time. Mr. Lattimore stated that support from the Mayor and the Council is very important to get the initiative going and give it the opportunity to be successful.

Chair Moriarty Adams called for public testimony.

Members of the Public Safety and Criminal Justice Committee

August 29, 2012

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Jocelyn Tandy-Adande, community activist, stated that IndyCAN should consult the neighborhood associations to find out the needs for the community.

Larry Vaughn stated that Ceasefire caused people to snitch on each other to the police department in order to take over that person's territory. He stated that crime went up significantly when Ceasefire first came to Indianapolis.

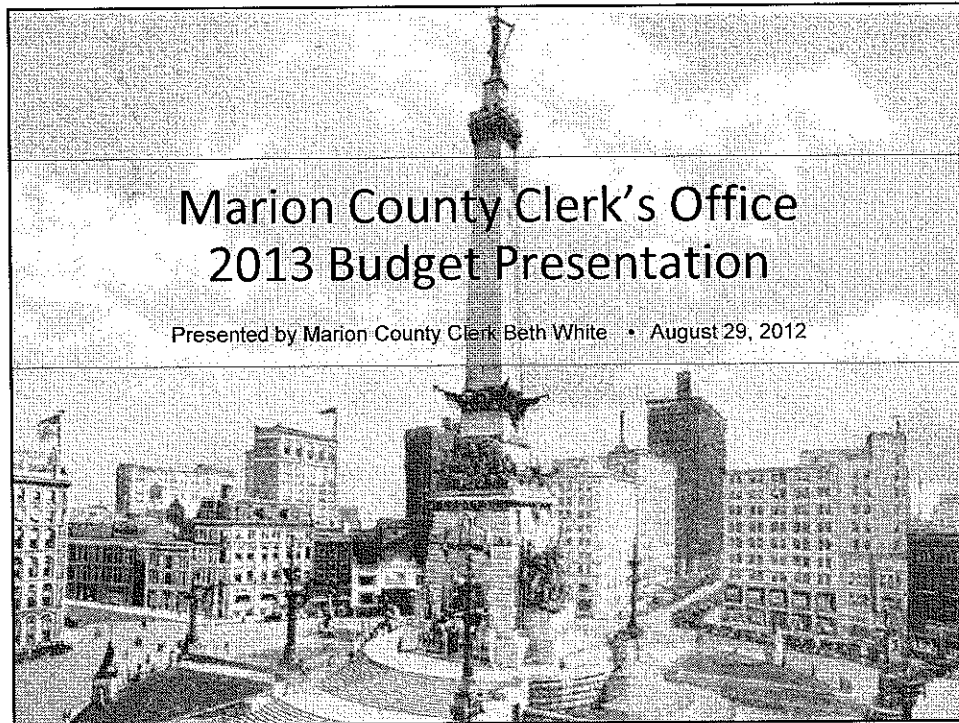
With no further business pending, and upon motion duly made, the Public Safety and Criminal Justice Committee of the City-County Council was adjourned at 9:15 p.m.

Respectfully submitted,

Mary Moriarty Adams, Chair  
Public Safety and Criminal Justice Committee

MMA/slp





## Five Major Functions

- Custodian of court records and filings
- Fiscal agent of the courts
- Issuer of marriage licenses
- Trustee of child support payments
- Chief election official

*Member of Criminal Justice Planning Council,  
IT Board and Election Board*



Marion County Clerk Beth White (slide 2)

## Clerk's Office Budget

### Budget Overview

	2012 Adopted	2013 Request	2013 v. 2012
Labor (01)	\$4,540,154	\$ 4,734,474	\$ 194,320
Supplies (02)	\$ 86,234	\$ 79,718	\$ (6,516)
Services (03)	\$ 1,489,187	\$ 1,443,849	\$ (45,338)
Capital (04)	\$ 0	\$ 3,000	\$ 3,000
Total	\$ 6,115,575	\$ 6,261,041	\$ 145,466

- **Funding Sources:**

- General Fund
- Perpetuation Fund
- Title IV-D Incentive Fund
- Enhanced Access Fund



Marion County Clerk Beth White (slide 3)

## Clerk's Office Budget

### Character 1 (Labor)

	2012 Adopted	2013 Request	2013 v. 2012
Labor (01)	\$4,540,154	\$ 4,734,474	\$ 194,320

- Labor force
  - 2012: 125 full-time equivalents; 2 part-time
  - 2007: 145 full-time equivalents
  - Since 2007, have restructured office twice to make office more efficient and reduce number of positions when possible
- Increased costs for health insurance and retirement (approx. \$100,000)
- Restoration of about \$100,000 due to underfunding 2012 budget
- Appropriation does NOT include money to fund merit raises



Marion County Clerk Beth White (slide 4)

## Clerk's Office Budget

### Character 02 (Supplies)

	2012 Adopted	2013 Request	2013 v. 2012
<b>Supplies (02)</b>	\$ 86,234	\$ 79,718	\$ (6,516)

- Statutorily required to:
  - Accept new case filings
    - File stamps, file folders, file labels
  - Disburse payments
    - Check stock, printer toner, envelopes
  - Print and mail jury summonses and court notices



Marion County Clerk Beth White (slide 5)

## Clerk's Office Budget

### Character 03 (Services)

	2012 Adopted	2013 Request	2013 v. 2012
<b>Services (03)</b>	\$ 1,489,187	\$ 1,443,849	\$ (45,338)

- Postage
  - Statutorily required to mail nearly everything for the courts
  - USPS is expected to raise rates in 2013
- Chargebacks
  - ISA, OCC, Building Authority, New Energy Saving Lease
- Other
  - Outside building rent, armored car service, employee parking, etc.



Marion County Clerk Beth White (slide 6)

## Clerk's Office Budget

### Character 04 (Capital)

	2012 Adopted	2013 Request	2013 v. 2012
Capital (04)	\$ 0	\$ 3,000	\$3,000

- Miscellaneous small office equipment
  - Used to fall under character 2 but with PeopleSoft transition, county now has to include small office equipment under this character



Marion County Clerk Beth White (slide 7)

## 2013 Projected Revenue

Revenue Category	Projected Revenue
Licenses and Permits	\$ 65,600
Charges for Services (Fees)	\$ 1,904,343
Intergovernmental (Federal IV-D Program)	\$ 555,344
<b>TOTAL</b>	<b>\$ 2,525,287</b>

- Monthly invoicing program and increased focus on collecting document (copy) fees contribute to an increase in revenue



Marion County Clerk Beth White (slide 8)

## Looking Ahead

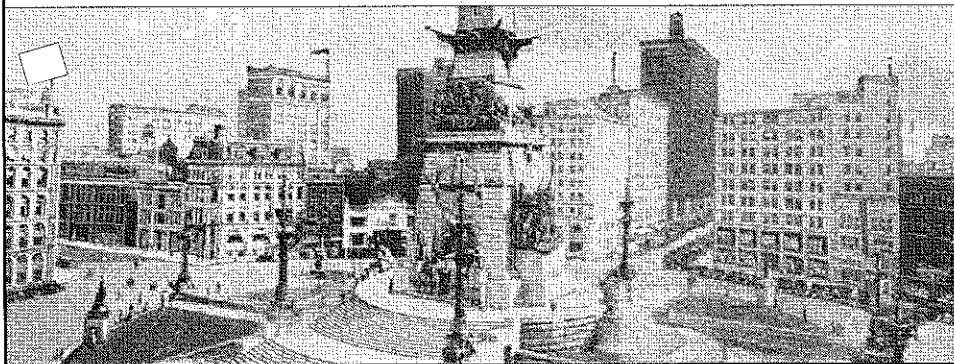
- Availability of special funds
  - 2006: 92% of spending funded by county general
  - 2013: 84% of anticipated spending funded by county general
- Increased reliance on special funds jeopardizes maintaining quality records for the courts
  - Transitioning now to Odyssey statewide case management system
  - Looking to move forward with digitizing court records to improve public access and ensure longevity of older records that date back to the 19<sup>th</sup> century



Marion County Clerk Beth White (slide 9)

## Questions?

2013 Budget Presentation | Marion County Clerk Beth White | August 29, 2012



# Juvenile Detention Alternatives Initiative



Marion Superior Court

Juvenile Division

## 2011 Annual Report

## MARION COUNTY JUVENILE DETENTION ALTERNATIVES INITIATIVE (MC-JDAI)

### Annual Report—2011

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#### Introduction

The Marion County Juvenile Justice System accomplished many great things during 2011 through its continued involvement with the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI). Although it represented our 6<sup>th</sup> year as a JDAI site, the hard work and dedication of those involved continued at an extremely high level. As a public safety initiative, the focus of our efforts continued to be identifying and providing effective community-based alternatives for youth involved in the system in lieu of secure detention. However, 2011 was also a year for celebration as two very significant milestones were reached.

First, the Department of Justice released the Marion County Juvenile Detention Center from its Consent Decree on April 19<sup>th</sup>, 2011, and replaced it with a Letter of Agreement for a six month period while a few more items were addressed. On October 18<sup>th</sup>, that Letter of Agreement was dissolved and the Marion County Juvenile Detention Center is now completely free from federal oversight. Second, a hard cap of 96 was adopted on July 15<sup>th</sup>, 2011 by the Executive Committee of the Marion Superior Court and instituted on July 18<sup>th</sup>, 2011. This change means that there will be no more than 96 youth in the Marion County Juvenile Detention Center at any one time.

These milestones are proof that JDAI in Marion County is not only alive and well, but forging ahead, making the difficult decisions and asking the difficult questions to continue the reform efforts which the internal and external stakeholders committed to when JDAI first began in Marion County.

2011 was also a year for re-energizing and re-focusing the work of the Steering Committee and multiple subcommittees. Under the direction of a new JDAI Coordinator, participation on the committees was expanded to include additional stakeholders. At the outset of 2011, much time and effort went into bringing all committee members back together for regular meetings to look at data and continue to move forward to further policy and process transformation. Formal work plans were also developed by each committee so that they would remain focused on achieving specific outcomes.

The following Annual Report is the first produced by Marion County for all internal and external stakeholders, including community members. This Annual Report will be compiled and released every year in an effort to remain transparent with the larger community and to invite diverse support for the work being achieved here at the Juvenile Center. Our hope is that readers recognize and join us in celebrating the success we have had in providing effective community-based alternatives while still ensuring the safety of the community.

*NOTE: For comparison purposes, all tables and graphs in this report include data from 2005, which was the year prior to JDAI implementation, and the past three years.*

### Summary of Changes

Overall, the impact of the principles and strategies of the Juvenile Detention Alternatives Initiative (JDAI) has continued to lower numbers within the Marion County Juvenile Detention Center. Table 1 exhibits the changes in the Admissions to Detention, the Average Daily Population (ADP), and the Average Length of Stay (ALOS) in detention. Since 2005, there has been a 64.02 percent decrease in our Admissions to Detention, a 47.19 percent decrease in our Average Daily Population, and a 48.01 percent increase in our Average Length of Stay.

As is apparent, the impact of JDAI at first glance is very positive. The remainder of this report will delve deeper into the data in an effort to display the positive impact of JDAI at many levels, as well as to answer questions regarding some surprising changes, such as the fluctuation in our Average Length of Stay and increase in the percent of minorities comprising our Average Daily Population.

**Table 1: Summary of Changes in Key Detention Utilization Indicators**

	2005	2009	2010	2011	% Change
Admissions	4,758	1,975	1,768	1,712	-64.02%
ADP	156.85	103.92	93.90	82.84	-47.19%
ALOS	12.06	19.11	19.70	17.85	+48.01%

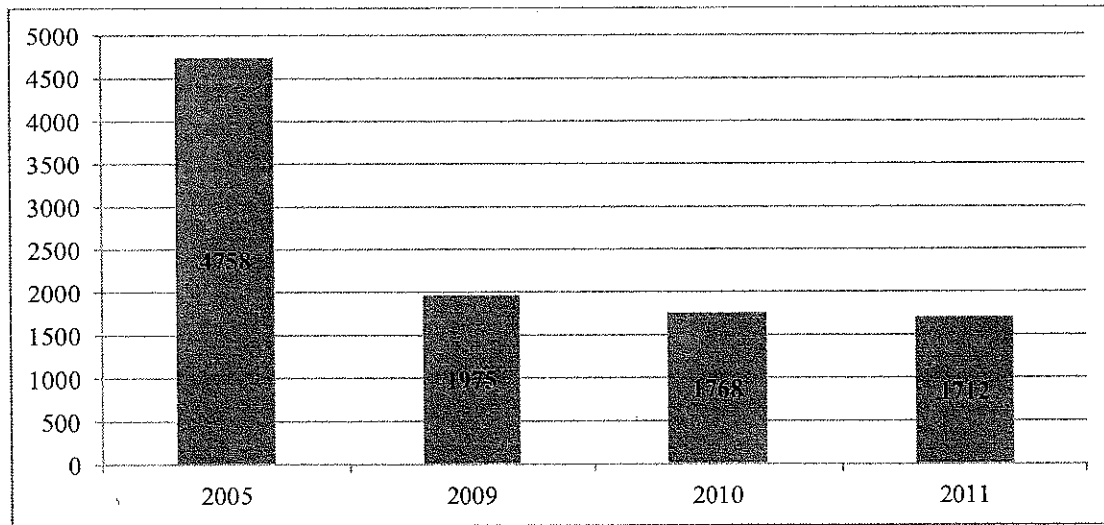
### Admissions to Detention

Similar to many other JDAI sites across the nation, the Juvenile Court in Marion County has historically relied heavily on the use of secure detention. Of the 8,365 referrals received in 2005, 56.88 percent of the youth were detained. Many of the youth detained were only in the detention center for a few days and were then released to their parents. Many of those youth were also arrested for misdemeanors or low-level felony charges, thereby indicating that they did not present a risk to public safety.

A Detention Risk Assessment Instrument was designed through consensus among internal and external stakeholders, was then validated, and is now used in order to initially determine whether to detain, release with conditions, or outright release the youth brought to the detention center. The instrument was designed to measure the youth's risk to reoffend during the processing of his or her case as well as the youth's risk of Failure to Appear at his or her subsequent court hearings. The impact of this instrument can be seen in the change of the percent of referrals initially detained. In 2005, prior to implementation of the risk assessment instrument, Marion County detained over 56 percent of the youth referred to the Court. By 2011, that percentage had dropped to only 24.80 percent. The drastic decrease in admissions to the detention center is very clear as displayed in Graph 1 (on page 3).



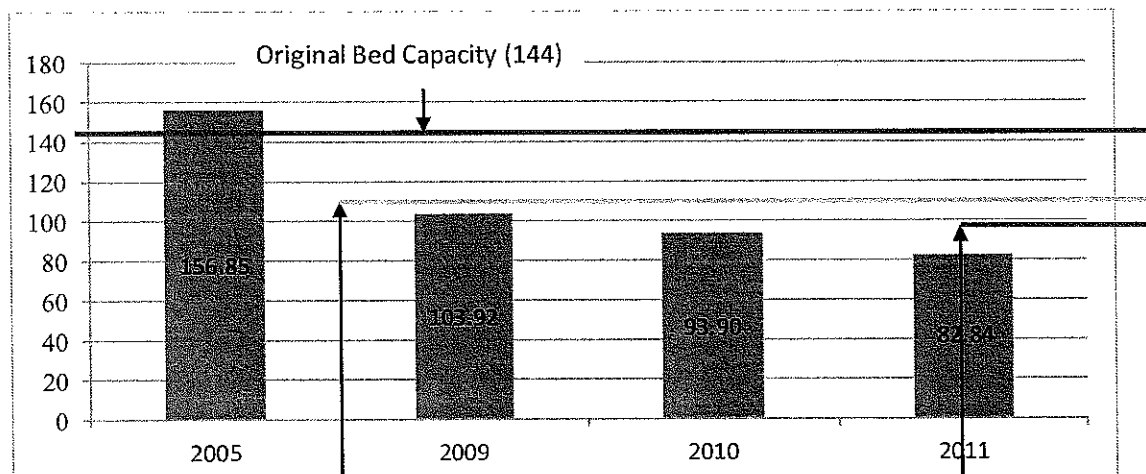
**Graph 1: Admissions to Detention**



**Average Daily Population**

The reduction in the Average Daily Population is vital to the Court in regards to addressing conditions of confinement as well as ensuring the right youth are in detention. When the Court first became a JDAI site, 80% of the youth in detention were held on Misdemeanor or Felony D charges. Many of those youth were not truly public safety threats and subsequently could be supervised effectively in the community with the appropriate supervision. Graph 2 displays the change in the ADP in the detention center over the past six years. With a bed capacity of only 144, the conditions of confinement became a concern when the ADP exceeds that capacity. Now, with a hard cap of 96 youth, JDAI ideals such as using detention only for youth who are a public safety risk or at risk for failing to appear have been institutionalized into the way we do business in Juvenile Court.

**Graph 2: Average Daily Population in Detention**



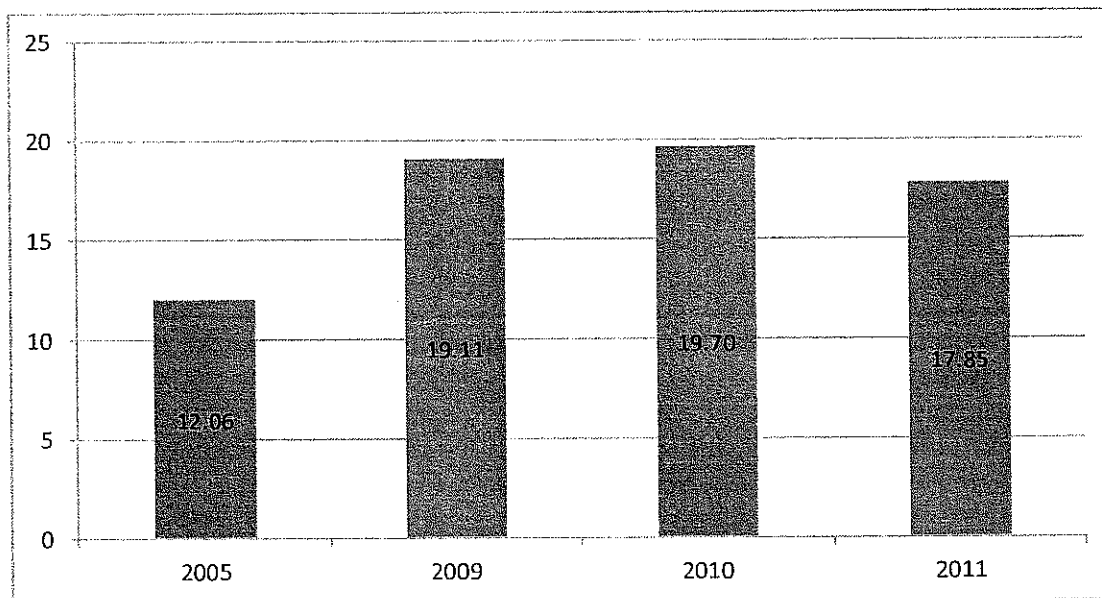
7/2007  
Implementation of  
Soft Cap of 112

7/2011  
Implementation  
of Hard Cap of 96

### Average Length of Stay (ALOS) in Detention

As can be seen in Graph 3, the Average Length of Stay in the Detention Center has increased since the introduction of JDAI principles. This can be explained due to the Court no longer detaining youth that used to stay only one or two days. Due to youth with short stays no longer entering the detention center, but instead being released to their parents, the average length of stay actually increases. Since recognizing at the beginning of 2011, that the ALOS was reaching a level which was not ideal to the Court, much attention has been paid to bringing the ALOS back down to an appropriate level. The outcome of that attention has been a slight reduction in the ALOS over the course of 2011. The belief of the Court is that detention can negatively impact a youth's long-term outcomes. The more efficiently cases can be moved through the court process, the sooner youth will be released and will receive the services they need.

**Graph 3: Average Length of Stay in Detention**



### Alternatives to Detention (ATD)

Before JDAI was implemented in Marion County, there were only two alternatives to detention: home confinement (formal and informal) and electronic monitoring. Since that time programs designed to serve as alternatives to detention have expanded and made the reduction in youth detained a possibility. The alternatives used by the Court make it possible to avoid the overuse of detention by supervising youth in the community and simultaneously maintaining public safety. Table 2 displays the Average Length of Stay for youth while in one of the Court's Alternatives to Detention. The importance of tracking the Average Length of Stay ensures that youth in the community do not wait months for their cases to be processed through court. In 2011, youth released on alternatives went to disposition in a little over 40 days on average.

**Table 2: Average Length of Stay in Detention Alternatives**

	2005	2009	2010	2011
Supervised Release	N/A	65.57	64.85	70.19
Curfew	N/A	53.83	57.64	47.37
Home Confinement	61.42 <i>(Formal &amp; Informal Home Detention)</i>	39.93	34.76	34.07
Evening Reporting	N/A	37.00	44.90	44.08
Day Reporting	N/A	36.64	35.32	40.42
Electronic Monitoring	51.97	41.44	42.36	37.50
Shelter Care	N/A	2.82	2.97	2.78
<b>TOTAL</b>	<b>60.22</b>	<b>45.28</b>	<b>42.10</b>	<b>40.51</b>

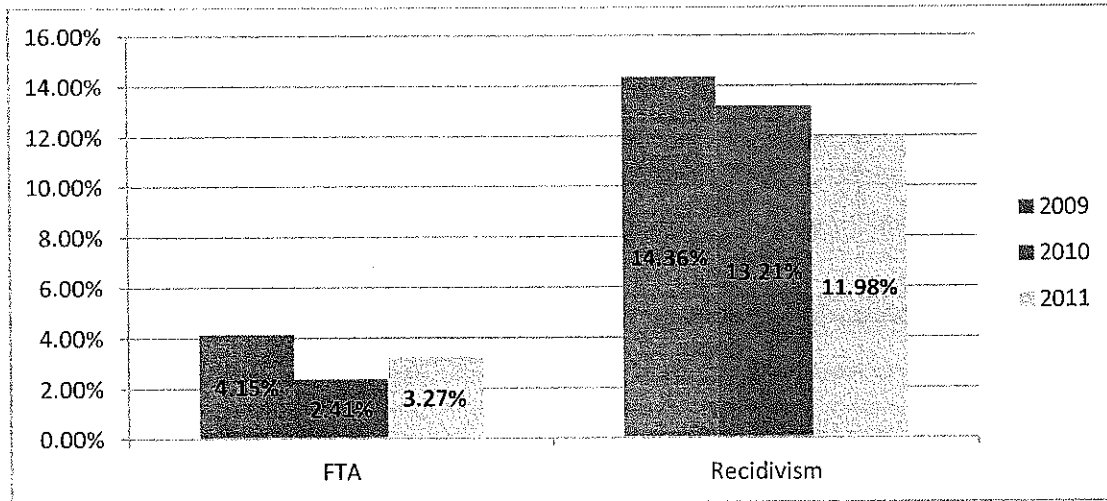
Table 3 displays the total referrals to the alternative programs as well as the average daily population of youth in Alternatives to Detention. These youth are no longer being housed in the detention center but instead are being supervised in their communities. The total number of youth referred to our Alternatives to Detention in 2011 was 4,043.

**Table 3: Youth Referred & Average Daily Population**

	2005		2009		2010		2011	
	Total #	ADP	Total #	ADP	Total #	ADP	Total #	ADP
Supervised Release	N/A	N/A	1,038	168.58	874	128.04	908	140.65
Curfew	N/A	N/A	994	124.99	932	128.28	689	76.11
Home Confinement	4,179	571.53	1,101	108.48	827	73.27	279	68.39
Evening Reporting	N/A	N/A	138	12.84	148	16.49	168	19.30
Day Reporting	N/A	N/A	110	9.26	133	10.38	94	10.03
Electronic Monitoring	579	71.49	582	56.62	695	74.67	735	69.74
Shelter Care	N/A	N/A	322	3.22	727	7.85	657	6.64
<b>TOTAL</b>	<b>4,758</b>	<b>643.02</b>	<b>4,285</b>	<b>483.99</b>	<b>4,336</b>	<b>439.68</b>	<b>4,043</b>	<b>390.86</b>

Graph 4 provides the data supporting that our Alternatives to Detention are effective in accomplishing the goal of ensuring youth appear for subsequent court proceedings and do not reoffend during the processing of their case. These promising outcomes also support our risk assessment instrument as accurately measuring each youth's risk of failing to appear and reoffend.

**Graph 4: Failure to Appear and Recidivism Rates for Alternatives to Detention**

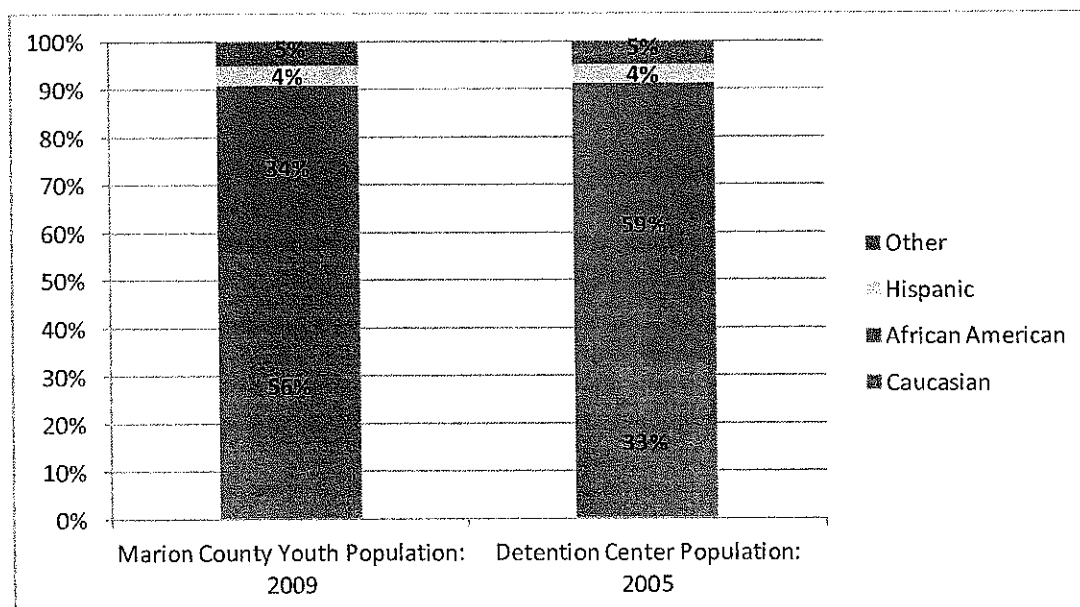


*NOTE: Recidivism in Graph 4 is measured as any new felony or misdemeanor offense committed during the time the youth was in the alternative program.*

#### **Minority Youth in Detention**

In order to ensure equity within the system, all JDAI sites must examine disproportionate minority contact (DMC) issues at every stage in the process. Initially, the racial composition of the detention center population was compared to the general youth population in Marion County in order to ascertain the existence of a DMC issue. As shown in Graph 5, minority youth, specifically African American youth, are overrepresented in the detention population.

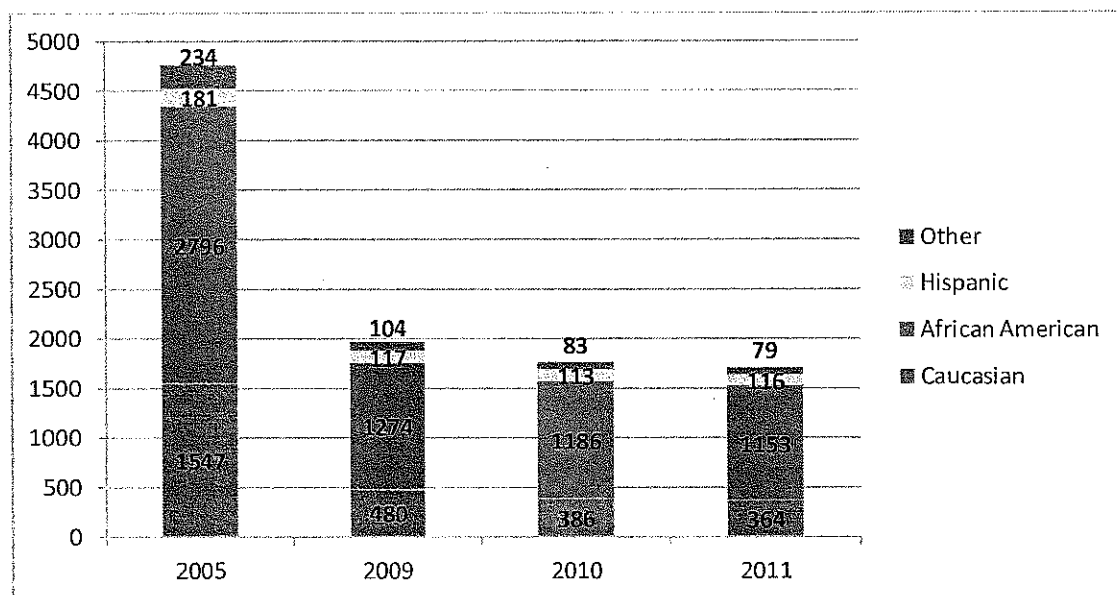
**Graph 5: General Youth Population Compared to Detention Center Population**



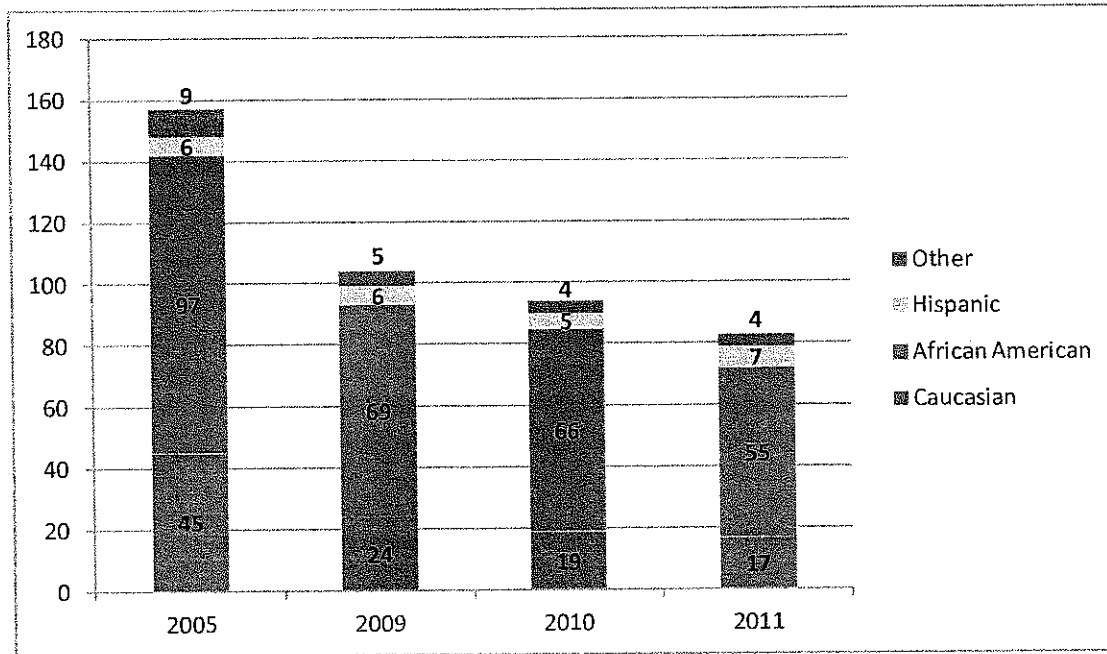
In May 2010, the Court contracted with the W. Haywood Burns Institute to help direct the work of the collaborative in the area of DMC. The Burns Institute also works with other JDAI sites throughout the country as it is nationally recognized as one of the leading experts in this area. Through the support and training provided by Burns, the DMC Sub-Committee and other system stakeholders identified the primary drivers of detention for youth of color. Based on the data, the primary reasons for the detention of minority youth were Violations of Probation, Violations of Release, Failures to Appear, and Burglary arrests. Those offenses, with the exception of Burglary, are not new crimes but instead are situations where a youth is not following the rules. Subsequently, it is this area that the DMC Sub-Committee has focused on and will continue to do so in order to impact disproportionality.

Since first embarking on the JDAI journey, the overrepresentation of minority youth in detention has actually increased if we limit the data to only percentages. However, we have been very successful in reducing the actual number of minority youth detained. From 2005 to 2011, there was a 58.02 percent reduction in the number of youth of color detained from 3,211 to 1,348 for an actual decrease of 1,863 youth. Graph 7 and 8 below display the significant decrease in absolute numbers for youth of color detained.

**Graph 7: Number of Total Admissions by Race**



**Graph 8: Average Daily Population by Race**



#### **Total Referrals to the Court**

JDAI is a public safety initiative, and if the public does not remain safe due to the changes made within the Juvenile Justice System then JDAI is not achieving its primary goal. In Marion County, public safety is of paramount importance and has been monitored since the beginning of the Court's involvement in JDAI. Table 4 provides the data which ensures that the safety of the community has been maintained and even slightly improved since the introduction of JDAI strategies and principles into the Marion County Juvenile Justice System. In summary, the total number of delinquency referrals to the Juvenile Justice System has decreased by 17.48% during our involvement with JDAI. This indicator shows that it is possible to safely supervise youth in the community without risking public safety.

**Table 4: Total Delinquency Referrals to the Court**

	2005	2009	2010	2011	% Change
Total Delinquency Referrals	8,365	7,995	7,075	6,903	-17.48%
Total Detention Admissions	4,758	1,975	1,768	1,712	-64.02%

#### **JDAI Committee Membership**

Below is a list of each committee and all the members of those committees which do the work of JDAI in Marion County in 2011. It is a strategy of JDAI to collaborate with internal and external stakeholders; therefore, the committee membership should be diverse in perspective, professional career, personal experience, socioeconomic status, race, ethnicity, religion, age, among many other areas. This diversity is what provides the potential for reform to continue in our juvenile justice system.

**Steering Committee**

Chief Magistrate Gary Chavers, Juvenile Court, Co-Chair  
Deputy Chief Probation Officer Christina Ball, Co-Chair  
Clara Anderson, Vice President Children's Bureau  
Dr. Bill Barton, IU School of Social Work Professor  
Jeff Bercovitz, Indiana Judicial Center  
Robert L. Bingham, Chief Probation Officer  
John Brandon, President MCCOY, Inc  
Dr. Mary Jo Dare, IU School of Education  
Magistrate Gael Deppert, Juvenile Court  
Minister Tanya Douglas-Cain, Faith Community  
Peter Haughan, Chief Deputy Prosecutor  
Richard Hite, Deputy Director of Public Safety  
Jill Johnson, Public Defender Agency  
Shanna Martin, MCCOY, Inc  
Jason Melchi, Data Specialist  
DeShane Reed, Detention Center Superintendent  
Kevin Riley, Assistant Deputy Chief Probation Officer  
Sue Patterson, Finance Director  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

**Admissions Sub-Committee**

Dr. Bill Barton, IU School of Social Work Professor, Co-Chair  
Deputy Chief Probation Officer Christina Ball, Co-Chair  
Chief Magistrate Gary Chavers, Juvenile Court  
Rev. CL Day, Concerned Clergy  
Minister Tanya Douglas-Cain, Faith Community  
Peter Haughan, Chief Deputy Prosecutor  
Jill Johnson, Public Defender Agency  
Jason Melchi, Data Specialist  
Betty Walton, Family and Social Services Administration  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

**Conditions of Confinement Sub-Committee**

Dr. Mary Jo Dare, IU School of Education, Co-Chair  
DeShane Reed, Detention Center Superintendent, Co-Chair  
Dr. Maggie Blythe, IU School of Medicine  
Peter Haughan, Chief Deputy Prosecutor  
Jill Johnson, Public Defender Agency  
Shelton Lawson, Detention Center Assistant Superintendent  
Dr. Cynthia Robbins, IU School of Medicine  
Serena Thompson, Detention Center Quality Assurance Manager  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

**Alternatives to Detention Sub-Committee**

Kevin Riley, Assistant Deputy Chief Probation Officer, Co-Chair  
Shanna Martin, MCCOY Inc, Co-Chair  
Dr. Matt Aalsma, IU School of Medicine

Katy Cornelius, Public Defender Agency  
Cathy Danyluk, Department of Education  
Peter Haughan, Chief Deputy Prosecutor  
Sophia Mustaklem, Public Defender Agency  
Sue Patterson, Court Finance  
Jason Melchi, Data Specialist  
Tim Nation, Peace Learning Center  
Darcey Palmer-Shultz, Big Brother's Big Sisters  
Brandy Strine, Juvenile Probation  
Rick Whitten, Boy's and Girl's Club  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

**Case Processing Sub-Committee**

Magistrate Gael Deppert, Juvenile Court, Co-Chair,  
Jeff Bercovitz, Co-Chair, Indiana Judicial Center  
Chief Magistrate Gary Chavers, Juvenile Court  
Peter Haughan, Chief Deputy Prosecutor  
Jill Johnson, Public Defender Agency  
Jason Melchi, Data Specialist  
Lynn Tobin, Probation Intake Supervisor  
Serena Thompson, Detention Center Quality Assurance Manager  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

**Disproportionate Minority Contact Sub-Committee**

Clara Anderson, Vice President Children's Bureau, Co-Chair  
Robert L. Bingham, Chief Probation Officer, Co-Chair  
John Brandon, President of MCCOY, Inc, Co-Chair,  
Dr. Matt Aalsma, IU School of Medicine  
Deputy Chief Probation Officer Christina Ball, Co-Chair  
Ashley Barnett, Indiana Criminal Justice Institute  
Jim Boyd, Urban League  
Rev. CL Day, Concerned Clergy  
Magistrate Gael Deppert, Juvenile Court  
Minister Tanya Douglas-Cain, Faith Community  
JauNae Hanger, Private Attorney  
Peter Haughan, Chief Deputy Prosecutor  
Richard Hite, Deputy Director of Public Safety  
Shelton Lawson, Detention Center Assistant Superintendent  
Linda Lipscomb, Transitional Assistance Services  
Brian Mahone, IMPD  
Regina Marsh, Forest Manor Multi-Services Center  
Jason Melchi, Data Specialist  
Brant Ping, Juvenile Court  
Brandon Randall, Detention Center  
Michelle Tennell, Youth Law Team  
Tashi Teuschler, Indiana Criminal Justice Institute  
Kevin Tichenor, Prosecutor's Office  
Pastor Darryl Webster, Emmanuel Missionary Baptist Church



Pastor Richard Willoughby, CEO Voice in the Wilderness Ministries  
Jenny Young, Juvenile Justice Advocate (JDAI/DMC Coordinator)

### **Funding Sources**

The work of JDAI is supported financially by multiple sources including local general funds and state funds, as well as public and private grants. The Annie E. Casey Foundation continues to provide funding that assists with many community events and special projects. It is through their continued support and guidance that we have been able to accomplish so much in such a relatively short time.

The work of JDAI is also supported by the Indiana Criminal Justice Institute who has provided grant funding for Marion County to contract with the Burns Institute and to support the Court in its commitment to work with the community to continue reform efforts within the system. Grant funds from ICJI are also utilized to fund the salary and benefits of our Juvenile Justice Advocate position which serves as our local JDAI/DMC Coordinator.

Detention alternative programs are funded through a combination of state, local, and grant funds. The Indiana Department of Child Services funds Day Reporting and Shelter Care beds and contracts directly with the providers for these services. Evening Reporting is funded solely with county general funds.

The county general fund also supports a portion of the electronic monitoring program costs. The majority of this program, however, is funded by a grant from the Indiana Department of Correction, through the Community Corrections program. This grant specifically funds five positions that are responsible for monitoring youth in the community who have been placed on Curfew, Home Confinement, or Electronic Monitoring (EM) as well as a portion of the EM equipment costs. These positions are vital to the lowering of the numbers in detention because they make it possible for youth to remain in the community.

*Written and Compiled by  
Jenny Young, Juvenile Justice Advocate*